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ABSTRACT

This paper describes the Local Agency Survey (LAS) developed as a comprehensive program and contract compliance monitoring and evaluation tool for county alcohol and drug abuse agencies. The first section discusses the LAS format with on-site and post-site segments designed to review each county program in five categories--administration, treatment, prevention, intervention, and occupation programs. The problems of and solutions for implementing the plan as well as the results of the survey process are included. The second section provides copies of Pre-, On-, and Post-Site LAS; three alternatives for different-sized evaluation teams; lists of positions and codes used in the evaluation; an evaluation schedule; and a sample final evaluation report. (MCF)

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A COMPREHENSIVE PROCESS EVALUATION EXPERIENCE IN SOUTH CAROLINA

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1981

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A COMPREHENSIVE PROCESS EVALUATION EXPERIENCE IN SOUTH CAROLINA

By

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Introduction

The South Carolina Commission on Alcohol and Drug Abuse is the Single State Authority for Alcohol and Drug Abuse in South Carolina. Its legislated role includes the formulation, coordination, and administration of the State Alcohol and Drug Abuse Plan. Legislation in the early 1970's also created a network of alcohol and drug abuse service providers throughout the state. Each of South Carolina's forty-six counties were mandated to designate a single county authority and develop a county alcohol and drug abuse plan to be approved by the State commission. With this legislation, the state commission found itself in the role of facilitator and evaluator of a total, comprehensive, statewide alcohol and drug abuse program involving all service providers.

The most pressing role was that of facilitator in the development of quality service provision. The number of agencies involved in development along with the limited personnel resources of the state commission prohibited extensive evaluation and monitoring. In lieu of this, yearly monitoring of the county programs was accomplished by various divisions in the state commission with very little coordination of effort. This created monitoring reports written and filed in divisional files with no comprehensive look at any one local agency. Realizing that a periodic comprehensive review of county agencies would be advantageous, the Local Agency Survey was designed.

Development

The Local Agency Survey was developed to combine programmatic and contract compliance monitoring into one activity. Using a contract monitoring manual developed for NIDA by the Touche-Ross Consulting Firm as an initial guide, the design team envisioned the survey as a team approach to monitoring. A team of experts from the state commission would visit the county agency for one or two days and return to prepare a brief report of findings and recommendations.

The instrument was designed to address the county agency's operations in five major categories: administration, treatment, intervention programs, prevention programs, and occupational programs. Each of these

broad categories were subdivided to cover as much information as was feasible to gather in a short period of time. Specialists in each field were consulted to determine those questions required for contract compliance, those required for program development and those which would be of interest to the state commission or local management.

It was realized that a significant amount of information was available to the reviewers in-house at the state commission. There is in operation an extensive Management Information System as well as county plans and contract information. To utilize these resources effectively, the survey was divided into three processes occurring before, during, and after the site visit. It was felt that all three were integral to a successful product. The pre-site activity was designed to use the in-house information as preparation for on-site questions. It afforded the reviewers the insight necessary to ask intelligent questions about those activites which have been reported in the counties. The survey instrument was organized placing the pre-site instruction pages adjacent to on-site pages, so findings could be verified and used at the site. A period of time was allotted to prepare the pre-site information prior to going to the counties; the pages were color coded for ease of preparation.

The on-site activity was organized by tasks. Interviews were conducted with each individual in the agency who could provide needed information (Exhibit A). This included many individuals in a large agency, but it was often found that in small counties one or two persons were handling most of the responsibilities. Care was taken to eliminate duplication of questions in these cases. Several tasks were accomplished on-site in addition to interviews such as record reviews, manual reviews and facility inspections.

The post-site section of the instrument was designed to be a report. Since evaluations are only as good as their reporting mechanism, an effort was made to devise a simple but comprehensive reporting format (Exhibit B). It was organized to report findings from the five major categories. Each report category was numerically coded to correspond with on-site and pre-site evidence. Following a review, the on-site and pre-site information would be combined to produce findings and recommendations recorded on the post-site pages. The post-site questions and codes were prerecorded in the Word Processing Unit of the agency. The reviewers were able to use the codes and dictate findings and recommendations. The use of word processing certainly facilitated the reporting process. An example of the first page of a completed report can be found as Exhibit K.

Implementation

The implementation of the survey in forty-six counties presented many problems. With a limited number of specialists in each area, and a need to allot time for doing work other than surveys, it was very important that these activities be planned and organized well in advance. A logistics design was prepared for the activity (Exhibit C-F). This

included a time table for the various tasks to be performed, and recommended divisions of labor for team members during on-site activities. This had to be prepared for four, three, and two member teams.

Once these were prepared, the team members were trained with the team leaders receiving additional training because of the responsibility of completion. They were also responsible for oversight of all arrangements for the on-site visits. A survey manual was prepared for each team member containing brief descriptions of the process, philosophy of the survey, and instructions for completion of the document.

The most difficult task was actually scheduling the on-site visit. Many of the specialists had to be on more than one team so care had to be taken so that team members did not have surveys overlapping others. This scheduling included working with the counties as well as the specialists. An overall schedule was prepared and with only slight modification was successfully followed throughout the process. Integral to the process was the high priority attached to its accomplishment by the administration of the state commission. If this support had not been present, scheduling would have been impossible.

Results

The results of the survey process benefitted not only the county agencies reviewed, but also the state commission. On the County level, the directors found the survey to provide impetus in several areas. Where findings showed need for improvement, the director was provided with an expert recommendation for improvement of the service delivery system. Where programs were found to be exemplary, the directors could publicize these programs in an effort to reach more clients or to reach untapped revenue sources. The directors also used reports to demonstrate needs to their local governing boards.

The local programs often experienced unexpected benefits due to the findings of the survey. For example, the survey reviewed the insurance coverage for a local agency. In one county it was found that the agency's vehicle was not insured. In another agency, it was discovered that even though the building was insured, the contents were not. Accidents at either of these agencies had the potential of causing serious enough cash loss to close the programs.

The state commission was also beneficiary of the survey process. Members of different divisions and backgrounds were able to work closely together providing a learning experience and improving relationships within the agency. In addition, a better understanding was gained of what others were doing, creating a more holistic view by staff. The experience gave the state commission staff a more complete idea of those problems one might expect in local programs, creating more tolerance of these programs. The state commission staff were also able to clarify some of the philosophical differences that existed among themselves.

The instrument exposed many state staff to a wider diversity of in-house information which can be used in future provision of technical assistance. The survey also accomplished the purpose for which it was designed. It created a comprehensive review of each local agency compiled and reported in a concise form and filed in one location.

ON SITE

Task No.: 20
Task: INTERVIEW DETOX DIRECTOR

LOCAL AGENCY SURVEY

© SCCADA, 1980

Prepared by: _____
Date _____
Co Code _____

Questions / Activities:

Comments:

2421 DISCHARGE/TERMINATION IMPLEMENTATION

1. What additional services are available to the discharged detox clients in this agency?

2. What post-detox services are utilized by discharged clients?

3. A MIS special run indicates that of the clients discharged from detox _____% received no other services. Is this seen as a problem in this agency?

7

8

EXHIBIT A

POST-SITE
ANALYSIS SUMMARY

LOCAL AGENCY SURVEY
© SCCADA, 1980

Prepared by _____

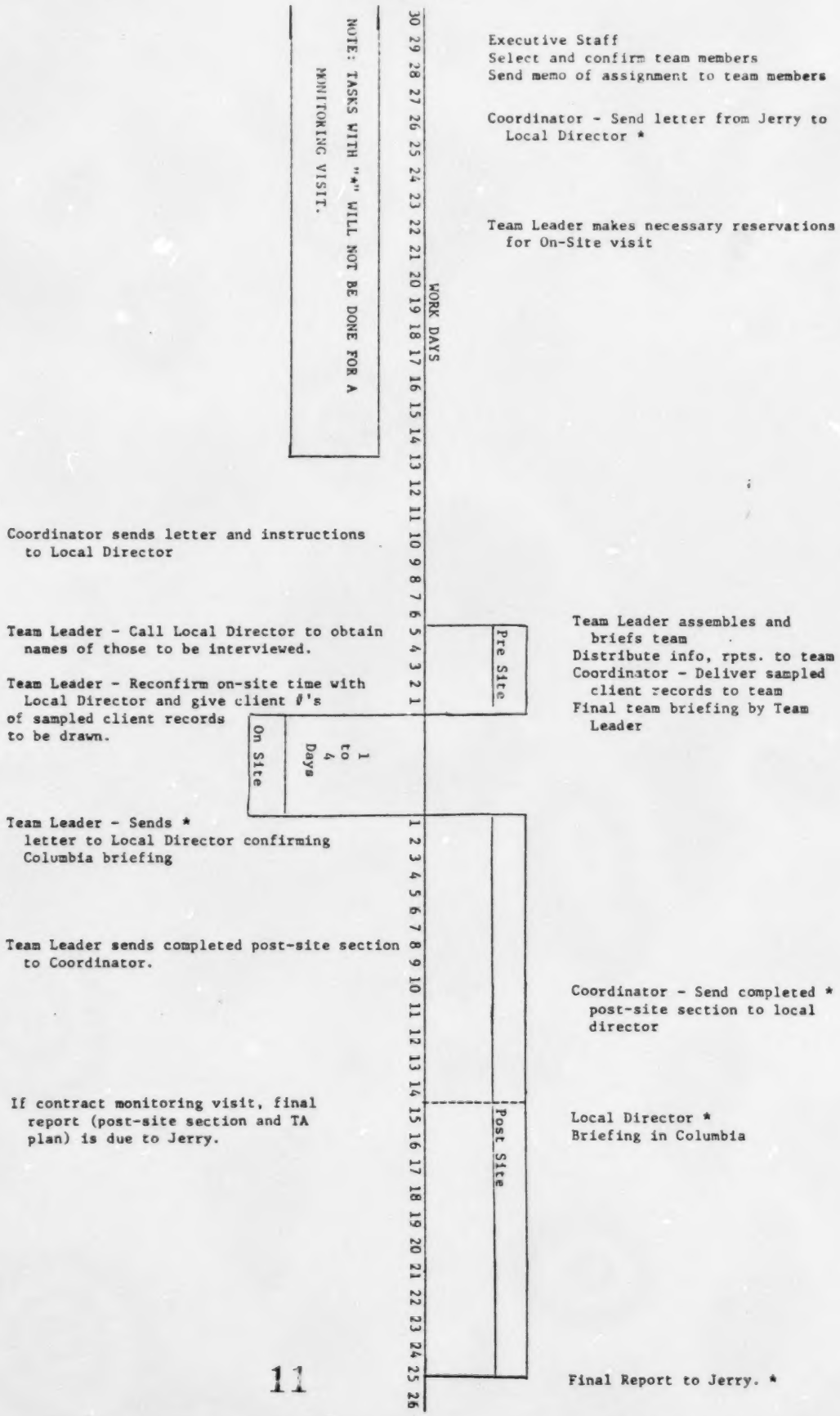
Date _____

Co Code _____

Questions:	Findings:	Recommendations
2420 DISCHARGE/TERMINATION IMPLEMENTATION 2421 Are those responsible for discharge aware of referral sources for continued treatment?		
2422 Are there problems which may be causing early termination?		

EXHIBIT B

EXHIBIT C
LOGISTICS


NOTE: TASKS WITH "*" WILL NOT BE DONE FOR A MONITORING VISIT.
30 29 28 27 26 25 24 23 22 21 20 19 18 17 16 15 14 13 12 11 10 9 8 7 6 5 4 3 2 1
WORK DAYS
Executive Staff
Select and confirm team members
Send memo of assignment to team members
Coordinator - Send letter from Jerry to Local Director *
Team Leader makes necessary reservations for On-Site visit
Coordinator sends letter and instructions to Local Director
Team Leader - Call Local Director to obtain names of those to be interviewed.
Team Leader - Reconfirm on-site time with Local Director and give client #'s of sampled client records to be drawn.
Pre Site
Team Leader assembles and briefs team
Distribute info, rpts. to team
Coordinator - Deliver sampled client records to team
Final team briefing by Team Leader
On Site
1 to 4 Days
Team Leader - Sends * letter to Local Director confirming Columbia briefing
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26
Team Leader sends completed post-site section to Coordinator.
Coordinator - Send completed * post-site section to local director
If contract monitoring visit, final report (post-site section and TA plan) is due to Jerry.
Post Site
Local Director * Briefing in Columbia
Final Report to Jerry. *

LOGISTICS FOR A 4-PERSON TEAM

ADMIN.		TREATMENT		PEI		AUDITOR	
Task #	Task	Task #	Task	Task #	Task	Task #	Task
1	Inspect central bldg.	15	Review clinical recds.	15	Review clinical recds.	7	Interview finance office
3	Review personnel manual	14	Review treat. policy proc.	23	Interview interv. pol. procedure	8	Reveiw finan. recds.
4	Inspect adm. filing system	17	Interview counselor(s)	18	Interview intake personnel	2	Interview supply clerk
5	Review personnel file	18	Interview intake personnel	24	Interview interv. specialist		
9	Review by-laws	19	Detox facility insp.	25	Review prevention Policy procedure		
6	Interview dir.	20	Interview detox dir.	26	Interview prevention specialist		
10	Review bd. min.	21	Inspect residential facility				
11	Interview bd. mem.(chrmn.)	22	Interview residential facility dir.				
12	Interview staff mem. resp. for CODAP reporting	16	Interview treatment director				
13	Interview data coord.						
27	Interview OPC						

EXHIBIT D

LOGISTICS FOR A 3-PERSON TEAM

ADMINISTRATION		TREATMENT		PEI	
Task #	Task	Task #	Task	Task #	Task
1	Inspect central building	15	Review clinical records	15	Review clinical records
2	Interview supply clerk	14	Review treatment policy/ procedure	23	Review intervention policy/procedure
3	Review personnel manual	17	Interview counselor(s)	18	Interview intake personnel
4	Inspect administrative filing system	18	Interview intake personnel	24	Interview intervention specialist
5	Review personnel file	19	Detox facility inspection	25	Review prevention policy/procedure
7	Interview finance officer	20	Interview detox director	26	Interview prevention specialist
8	Review financial records	21	Inspect residential facility		
9	Review by-laws	22	Interview residential facility director		
6	Interview director	16	Interview treatment director		
10	Review board minutes				
11	Interview board member (chairman)				
12	Interview staff member responsible for CODAP reporting				
13	Interview data coordinator				
27	Interview OPC				

EXHIBIT E

LOGISTICS FOR A 2-PERSON TEAM

ADMINISTRATION - TREATMENT		PEI - OCCUPATIONAL	
Task #	Task	Task #	Task
15	Review clinical records	15	Review clinical records
14	Review treatment policy/procedure	23	Review intervention policy/procedure
17	Interview counselor(s)	18	Interview intake personnel
18	Interview intake personnel	24	Interview intervention specialist
19	Detox facility inspection	25	Review prevention policy/procedure
20	Interview detox director	26	Interview prevention specialist
21	Inspect residential facility	27	Interview OPC
22	Interview residential facility director	1	Inspect central building
		2	Interview supply clerk
16	Interview treatment director	3	Review personnel manual
4	Inspect administrative filing system	5	Review personnel file
		9	Review by-laws
7	Interview finance officer	10	Review board minutes
8	Review financial records	12	Interview staff member repsonsible for CODAP reporting
11	Interview board member (chairman)	13	Interview data coordinator
6	Interview director		

EXHIBIT F

EXHIBIT G

The following list of employee positions are those which will be interviewed during our onsite visit for the survey. To facilitate scheduling, we request that you assign a name to each of the positions applicable to your agency. The survey/monitoring team leader will contact you by phone in several days to obtain these specifics. If any of these individuals will be unavailable during your onsite date(s) inform the team leader at that time.

Chairman of the Board - _____

Agency Director - _____

Finance Officer - _____

Staff Member Responsible for CODAP Reporting - _____

Data Coordinator - _____

Treatment Director - _____

Counselor (1) - _____

Counselor (2) - _____

Treatment Intake Person - _____

Intervention Intake Person - _____

Detox Director - _____

Halfway House Director - _____

Intervention Specialist (1) - _____

Intervention Specialist (2) - _____

Prevention Specialist - _____

OPC _____

Agency Supply Clerk - _____

EXHIBIT H

CODING FORMAT

1000 - CENTRAL ADMINISTRATION

1100 - AGENCY GOVERNANCE

1110 - BOARD OF DIRECTORS

1120 - COUNTY GOVERNMENT

1200 - AGENCY ORGANIZATION

1210 - AGENCY ORGANIZATIONAL STRUCTURE

1220 - MANAGEMENT/SUPERVISORY STAFF FUNCTIONS

1230 - INTERNAL COMMUNICATION

1300 - AGENCY PLANNING

1310 - ADEQUACY OF AGENCY PLANNING

1320 - RELEVANCE OF FORMAL PLANNING

1330 - INTERNAL PLANNING

1400 - AGENCY FINANCIAL MANAGEMENT

1410 - AGENCY BUDGETING

1420 - MANAGEMENT OF FINANCE

1430 - ACCOUNTING PRACTICES

1440 - CONTRACTS AND PROCUREMENT

1500 - PERSONNEL MANAGEMENT

1510 - PERSONNEL POLICIES

1520 - DOCUMENTATION OF PERSONNEL MATTERS

1530 - PERSONNEL CONDITIONS

1540 - STAFF TRAINING

1600 - ADMINISTRATIVE OPERATIONS

1610 - GENERAL OFFICE PROCEDURES

1620 - TIMELINESS OF ACTION

1630 - SAAMIS REPORTING (including NAPIS)

1640 - CODAP REPORTING

1700 - AGENCY COMPLIANCE WITH REGULATIONS

1710 - SCCADA CONTRACT REQUIREMENTS

1720 - APPLICABLE LAWS AND REGULATIONS

1730 - SAFETY STANDARDS

1740 - LISCENSING STANDARDS

1750 - GUIDELINES CONCERNING HANDICAPPED

1800 - AGENCY PROTECTION

1810 - INSURANCE

1820 - FACILITY SECURITY

2000 - TREATMENT PROGRAMS

2100 - TREATMENT ADMINISTRATION

2110 - TREATMENT PHILOSOPHY / POLICY

2120 - AVAILABILITY OF TREATMENT SERVICES

2130 - COSTS OF TREATMENT SERVICES

2140 - TREATMENT PERSONNEL MANAGEMENT

2150 - CONTRACTUAL REQUIREMENTS

2160 - EVALUATION OF TREATMENT PROGRAM

2170 - NIDA SPECIFIC

2200 - ADMISSIONS

2210 - ADMISSIONS POLICY / PROCEDURE

2220 - METHODS OF ASSESSMENT

2230 - REFERRALS

2300 - PROVISION OF TREATMENT SERVICES

2310 - STAFFING

2320 - TREATMENT PLANNING

2330 - UTILIZATION OF AVAILABLE MODALITIES

2340 - DOCUMENTATION OF SERVICES

2350 - DETOXIFICATION SERVICES

2360 - RESIDENTIAL SERVICES

2370 - METHADONE TREATMENT (NIDA SPECIFIC)

2400 - DISCHARGE/TERMINATION

2410 - DISCHARGE/TERMINATION POLICY / PROCEDURE

2420 - DISCHARGE/TERMINATION IMPLEMENTATION

3000 - INTERVENTION PROGRAM

3100 - INTERVENTION PROGRAM ADMINISTRATION

3110 - INTERVENTION POLICY/PROCEDURE

3120 - AVAILABILITY OF INTERVENTION SERVICES

3130 - COST OF INTERVENTION SERVICES

3140 - CONTRACTUAL REQUIREMENTS

3200 - INTERVENTION PROGRAM DEVELOPMENT AND MAINTENANCE

3210 - DEVELOPMENT

3220 - MAINTENANCE

3230 - PERSONNEL TIME UTILIZATION

3240 - PERSONNEL TRAINING

3300 - INTERVENTION CLIENT SERVICES

3310 - PROBLEM ASSESSMENT

3320 - REFERRALS

3330 - CLIENT FOLLOW-THROUGH

3340 - DOCUMENTATION OF SERVICES

4000 - PREVENTION PROGRAM

4100 - PREVENTION PROGRAM ADMINISTRATION

4110 - PREVENTION PHILOSOPHY/POLICY

4120 - PREVENTION PLANNING PROCESS

4130 - PREVENTION PROGRAM MANAGEMENT TECHNIQUES

4200 - COMMINITY UTILIZATION

4210 - COMMUNITY DEVELOPMENT EFFORTS

4220 - COMMUNITY RESPONSE

4300 - PREVENTION PROGRAM IMPLEMENTATION

4310 - ACCOMPLISHMENT OF OBJECTIVES

4320 - UTILIZATION OF TECHNIQUES

4330 - DOCUMENTATION OF ACTIVITIES

5000 - OCCUPATIONAL PROGRAM

5100 - DEVELOPMENT OF OCCUPATIONAL PROGRAMMING

5200 - MAINTENANCE OF OCCUPATIONAL PROGRAMMING

PRE-SITE

Task No.: 20
Task: INTERVIEW DETOX DIRECTOR

LOCAL AGENCY SURVEY
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Prepared by: _____
Date: _____
Co. Code: _____

Activities:

2421 DISCHARGE/TERMINATION IMPLEMENTATION

1. Review special run to determine the percentage of Discharged Detox clients who have received additional services. If this percentage is less than the average state percentage explore the problem with the Detox Director.

Additional Questions:

_____

_____

_____

_____

EXHIBIT 1

LOCAL AGENCY SURVEY AND CONTRACT MONITORING SCHEDULE

TEAM	LEADER	PEI, CCC.	CBT.	AUDIT	MAX MD	AGENCY	S /M
5	ROUTH (APPENZELLER)	BRANNON (JONES)	BELVIN	ABDALLA	36	LRADAC	s
					36	CHARLESTON	S
4A	NEAL	MCGEORGE (BOOZER)	HILL	DOUGLAS	24	ANDERSON	S
					24	TRI-COUNTY	S
					24	YORK	S
4B	CROMER (DERRICK)	DOWDY (NEAL)	FRIEDMAN		18	GREENVILLE	M
					18	NEWBERRY	M
					18	FLORENCE	S
3A	HAYS (FOWLER)	ROBERSON (KIERLOPIAN)	STEIL (DERRICK)		12	BEAUFORT	S
					12	COLLETON	S
					12	CHEST/MARLB.	S
					12	SUMTER /LEE	S
3B	BELVIN	BRANNON (ROBERSON)			8	SPARTANBURG	M
					8	AIKEN	M
					8	MARION/DILLON	M
3C	STEVENSON (NEAL)	KIERLOPIAN (DOWDY)			8	LANCASTER	M
					8	G/E/M	M
					8	PICKENS	M
2A	SHERR (DATNOFF)	JONES (BRANNON)	HEADLING		15	BERKELEY	S
					15	DORCHESTER	S
					15	LAURENS	S
2B	HILL	MCGEORGE (BOOZER)			6	WILLIAMSBURG	M
					6	CLARENDON	M
2D	FRIEDMAN	ROBERSON (STEVENSON)			6	DARLINGTON	M
					6	HORRY	M
2C	HEADLING	JONES (DOWDY)			6	CHESTER	S
					6	CHEROKEE	M
1A	QUINN (FOWLER)	BOOZER (STEVENSON)			8	KERSHAW	S
					8	BARNWELL	S
					6	SEA ISLAND	M
					8	UNION	S
1B	BOND (NEAL)				4	A/H/J	M
					4	SALUDA	M
1C	DOWDY				4	GEORGETOWN	M
					4	FAIRFIELD	M
					4	ABBEVILLE	M
E1	BOND (BRANNON)					AIKEN SCH	
						BERKELEY SCH	
						BEAUFORT SCH	
E2	BRANNON (ROBERSPM)					USC ALC	
						DARLINGTON SCH	
						RICHLAND SCH	
E3	MCGEORGE (BOOZER)					SUMTER	
						PTA	
						ANDERSON SCH	
						BARNWELL SCH	

	NOV 1	NOV 2	NOV 3	NOV 4	DEC 1	DEC 2	DEC 3	DEC 4	DEC/JAN 5	JAN 1	JAN 2	JAN 3	JAN 4	JAN 5	FEB 1	FEB 2	FEB 3	FEB 4	MAR 1	MAR 2	MAR 3	MAR 4	MAR/ 5	APR 1	APR 2	APR 3	APR 4	APR/ 5	MAY 1	MAY 2	MAY 3	MAY 4	MAY 5
LRADAC													000		S	I		F															
CHARLESTON		T		000	S	I			F																								
ANDERSON											00		S	I		F																	
TRI-COUNTY		T			00							F																					
YORK							S	I														00			S	I		F					
GREENVILLE		T											00			F																	
NEWBERRY				00			F													00		S	I			F							
FLORENCE																																	
BEAUFORT		T	0		S	I			F																								
COLLETON													0		S	I		F															
CHEST/MARLB.																		0		S	I		F										
SUMTER /LEE																								0		S			I		F		
SPARTANBURG																														0		F	
AIKEN																				0				F		0			F				
MARION/DILLON																																	
LANCASTER		T	0			F																											
G/E/M													0			F																	
PICKENS																	0			F													
BERKELEY		T	0		S	I			F																								
DORCHESTER													0		S	I		F															
LAURENS																			0		S	I			F								
WILLIAMSBURG																	0			F													
CLARENDON																																	
DARLINGTON																0			F														
HORRY																														0		F	
CHESTER																									0		S		I		F		
CHEROKEE											0			F																			
KERSHAW		T				0						S	I		F																		
BARNWELL																	0		S	I		F											
SEA ISLAND											0			F																			
UNION																								0		S			I		F		
A/H/J		T			0				F																								
SALUDA																									0				F				
GEORGETOWN																0?			F														
FAIRFIELD																				0				0			F						
ABBEVILLE																							F										
AIKEN SCH																	A		W														
BERKELEY SCH																		A	A	F	F												
BEAUFORT SCH																																	
USC ALC																				A		F											
DARLINGTON SCH												A		F																			
RICHLAND SCH										A		F																					
SUMTER						A		F																									
PTA																																	
ANDERSON SCH							A		F																								
BARNWELL SCH												A		F																			

T - Training S - Send Preliminary Report to Local Director
I - Interview with Local Director in Columbia F - Final Report

11/14/80

EXHIBIT J

PART III--ISSUES, FINDINGS AND SPECIFIC RECOMMENDATIONS

1111 Question: Is the agency Board of Directors operating in an appropriate manner?

Findings: The Board is operating in an appropriate manner in regard to review of the agency's policies, finances, programs, employee claiming, and personnel. The Board meets monthly and usually has a quorum present.

Recommendations: The Board should have more formal organization with committees and individually assigned members to oversee different programmatic components to give the agency more checks and balances.

1121 Question: Are relationships with county and local governments satisfactory?

Findings: The county council appoints the members of the commission board of directors. The county provides $5,000 a year for the operating budget apart from minibottle revenues. The county does not have approval authority over the budget. The commission has a positive working relationship with the city of _____. Their relationship with the county and city have improved over the last year.

Recommendations: None.

1211 Question: Is the agency's organization structure conducive to effective management?

Findings: Yes. It is updated each planning period. The updated organizational chart presents a clear definition of role and responsibilities of voters, county council, citizens advisory committees, Hazel Pittman Center and its staff.

Recommendations: None.

1221 Question: Do the management/supervisory staff have responsibilities commensurate with management/supervisory functions?

Findings: The agency is fortunate in having strong leadership. All divisions are functional. The small staff enjoys a strong close knit relationship.

Recommendations: None.